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DEVELOPING NEW YORK CITY'S HUMAN RESOURCES, VOLUME 1, JUNE, 1966.

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A HUMAN RESOURCES ADMINISTRATION (HRA) SHOULD BE CREATED TO PROVIDE EVERY LOW-INCOME RESIDENT WITH USEFUL EMPLOYMENT AT AN ADEQUATE INCOME, AN EDUCATION, AND AN OPPORTUNITY TO PARTICIPATE IN AND RECEIVE SERVICES FROM PROGRAMS ESTABLISHED TO HELP HIM. AN ADMINISTRATOR, RESPONSIBLE TO THE MAYOR, WOULD OVERSEE THE CREATION OF POLICY FOR THE PROGRAM AND THE COORDINATION OF THE SERVICES. WITHIN HRA, A DEPARTMENT OF COMMUNITY DEVELOPMENT WOULD COORDINATE COMMUNITY ACTION PROGRAMS. RECRUITMENT, TRAINING, AND JOB PLACEMENT ACTIVITIES WOULD BE DIRECTED BY A DEPARTMENT OF MANPOWER AND CAREER DEVELOPMENT, AND AN OFFICE OF EDUCATION LIAISON WOULD BE RESPONSIBLE FOR DEVELOPING CLOSE RELATIONSHIPS BETWEEN THE CITY ADMINISTRATION AND THE BOARDS OF EDUCATION AND HIGHER EDUCATION. THE WELFARE DEPARTMENT AND THE YOUTH BOARD WOULD REMAIN AS THEY ARE PRESENTLY ORGANIZED. TO CARRY OUT THIS PROGRAM EFFECTIVELY, A PROGRAM-PLANNING-BUDGET SYSTEM SHOULD BE ESTABLISHED TO COORDINATE THE BUDGETING WITH THE GOALS OF THE PROGRAM. IN ADDITION, HRA SHOULD ADMINISTER THE HUMAN RESOURCES ASPECTS OF A DEMONSTRATION CITIES PROGRAM WHEN FUNDS BECOME AVAILABLE. (JL)

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Developing New York City's Human Resources

UD 002 710

Report of a study group of the Institute of Public Administration to Mayor John V. Lindsay

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Volume I, June, 1966

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June 27, 1966

Honorable John V. Lindsay
Mayor of New York City
City Hall
New York, New York

Dear Mayor Lindsay:

A study group headed by Mitchell Sviridoff, Executive Director of Community Progress, Inc., of New Haven, Connecticut, has completed its analysis of problems of human resources development in New York City. The study was financed by a grant from the Ford Foundation and conducted under the auspices of the Institute of Public Administration.

The group's final report addresses itself to a broad range of issues. I am submitting it to you in the hope that you may find it useful in development of new and improved strategies for the solution of the City's human resources problems.

Sincerely,

Lyle C. Fitch

Lyle C. Fitch
President

LCF/nh

INSTITUTE OF PUBLIC ADMINISTRATION

Human Resources Study

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June 27, 1966

Dr. Lyle C. Fitch, President
Institute of Public Administration
55 West 44th Street
New York, New York

Dear Dr. Fitch:

I am pleased to submit to you the results of a study on the development of human resources in New York City. The objective of the study was to come up with recommendations for improved techniques and administrative arrangements to attack the causes of poverty, expand the range of opportunity and release new productive energies in the City of New York.

We believe that the recommendations we are making would give Mayor Lindsay far better instruments than he now possesses to exercise the strong leadership to which he is committed and which the people of this City have the right to expect from their Mayor.

In our work during the past four months, we have focused on the entire range of programs and services in the field of human resources in this City. We have had the wholehearted cooperation of the Mayor's staff and key personnel in many departments and agencies of the City. We have asked questions and sought the opinions of neighborhood groups, civic and civil rights organizations, social welfare agencies, business and labor groups, officials of the State and Federal governments, and many professional experts in fields relevant to our work. Without their help and advice, we could not have done our job.

Sincerely,

Mitchell Sviridoff

Mitchell Sviridoff
Study Director

U. S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
OFFICE OF EDUCATION

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I. THE FOCUS IS PEOPLE

INTRODUCTION

The greatest resource of any community is its people. The main reason for the existence of its governing body is to help all the people develop their talents and apply them usefully. Government cannot and should not attempt to undertake this assignment by itself, for in a democratic society the mainspring of social and economic progress is and must be individual initiative. But government can and should play a key role in broadening the highway of opportunity, unblocking tight passages and thus easing the progress of its citizens toward a productive and dignified life.

To the extent that government fails in this task, it contributes to the most intolerable waste of all—the waste of people. It is intolerable on moral grounds because it stunts lives, on social grounds because it breeds conflict and on economic grounds because it chokes off productive power.

There is no need here to recite once more the dreary statistics that document the waste of human resources in New York City. As the biggest of all our cities, it poses the biggest and most complicated problems. Its population is as large as that of many a nation around the globe. Four of its boroughs harbor several metropolitan-size communities within their boundaries. Affluence and poverty, power and frustration, progress and stagnation exist side by side, and in heavier concentrations and starker contrasts than anywhere in the nation. The sheer scope of this city and its problems weights the responsibility and tempers the confidence of those charged with its government.

But to recognize this also is to sense a challenge unmatched anywhere in America. As the problems are more staggering, the rewards of progress can be greater. And if New York moves forward, other cities facing similar problems may well feel encouraged on the just ground that what is possible in New York must be possible elsewhere. What happens here has significance even beyond the borders of the United States. For more than two centuries, this city has been a symbol of opportunity to people throughout the world. Many of them identify New York with America, and look to New York for evidence of innovation and progress.

Conscious of the increasing acuteness of many of the city's problems, Mayor John V. Lindsay has recognized that no one city agency or department could by itself undertake solutions on a large enough scale. He therefore proposed a regrouping of the many proliferating departments and agencies of the city government around related functions. One of the key areas in which the Mayor sensed a need for such a reorganization is that of human resources. This study has explored in detail the feasibility of the Mayor's declared intention. We analyzed the problem by on-the-spot research in dozens of neighborhoods and in discussions with community action and neighborhood groups, civic and civil rights organizations, social welfare agencies, business and labor groups, officials in the city, state, and federal governments, and leading experts in substantive fields. We also talked with a good many individual citizens not affiliated with any group.

ANALYSIS

Throughout the broad field of human resources, a vast array of separate programs is operating in the city—with little or no coordination, sometimes working at cross-purposes, and often puzzling and frustrating the people whom they are designed to serve. For example, in the employment field fragments of many programs are scattered all over the community and therefore of limited use to many employers

and job-seekers. The schools are functioning with the independence which is traditional in our country, but which was never meant to preclude coordination with other elements of a human resources program.

More recently, the federal government, through the 1964 Economic Opportunity Act, has made available substantial new resources. Popularly called the War Against Poverty, people have come to look upon this new program as the one and only weapon to eliminate the causes of poverty and set the nation on the road to social progress and economic security for all. Because it is new and based on the sound principle of maximum feasible participation of the residents themselves in the utilization of its resources, the anti-poverty program has tended to overshadow traditional services.

We believe, however, that no single agency, department or program can be looked to as the key to New York's human resources problems. This is reflected in dollar figures: anti-poverty funds for New York City in the next fiscal year amount to approximately $90 million, while spending under municipal auspices for human resources development in poverty areas comes close to the $1.4 billion mark. Even if all these efforts are coordinated, there remain other large administrative units whose work bears on the problems of human resources development: health, housing and urban renewal, and job-creating agencies like the Commerce and Industry Department and the newly established Public Development Corporation.

Nevertheless, we believe that the city will be taking a long step forward if it decides to bring together the now separate efforts in the field of human resources in a comprehensive program. To illustrate the problem: If a head of family has completed a training course, there must be follow-up to help him find a job. If family problems jeopardize his performance, social services must be brought into play to relieve the pressure. If one of his children needs day care, it must be provided. A school-age child must get the kind of education that fits his talents and prepares him for a career of opportunity.

These services are funded and operated by many different agencies. The father's training course may be federally-financed; the job may be located through the State Employment Service and in cooperation with employer and labor groups; the social services may be city-sponsored; day care may be provided through voluntary agencies or through community action under the anti-poverty progam; guidance counseling and education are, of course, the job of the public school system. The problem is to pull all these services together in terms of a set of clear overall objectives.

GOALS

Our analysis of New York City's needs led to the definition of four major goals:

1. Useful and dignified employment for all citizens. This includes training programs, and career development leading to good jobs with adequate pay.
2. Education geared to the needs of the future, including a sound child development program.
3. Increased participation of residents in poor communities in the development and operation of programs for their betterment.
4. A system of social services and public assistance that ties in with these other programs and thus increases their chances of success.

RECOMMENDATIONS

The heart of our recommendations is the establishment of a Human Resources Administration (HRA) for New York City. The machinery we are proposing is

designed to strike the right balance between involvement of residents through decentralization and effective working relationships with the city government. It seeks to substitute clarity for confusion, meshing for duplication, and all-around performance for haphazardness.

The organizational structure we suggest reflects four major functional areas: community development; manpower and career development; social services and public assistance; and education.

In the field of community development, we propose establishment of Community Corporations with maximum involvement of the residents of poverty areas; a reconstituted Council Against Poverty, which would represent the total community but have special roots among the poor and which would function as the top policy-making body for community action in the city; and a Department of Community Development in the proposed HRA which would carry out the city administration's community development responsibilities and be of maximum service to both the Corporations and the Council.

In the manpower and employment field, we recommend establishment within the HRA of a Department of Manpower and Career Development as the focus of all activities in the recruitment, training and placement of people, with special emphasis on the needs of low-income communities. Since the City is the largest single employer in the metropolitan area, special programs should be launched to develop the municipal government's potential as a training ground and as a major source of career opportunities.

The Welfare Department and the Youth Board would be placed as presently constituted into the HRA. The search for solutions to specific problems in this field will be favored by the comprehensive approaches made possible in the broad context of a human resources framework. The dispersion of social services in the city presents such complex problems that, to find the answers, much more time is needed than was available for the study.

Each of the three Departments—Community Development, Manpower and Career Development, and Welfare—would be headed by a Commissioner responsible to the Human Resources Administrator. The Youth Board would continue to be under an Executive Director.

An Office of Education Liaison would be established to develop a closer working relationship between the city administration and the Boards of Education and Higher Education. This office would be the Mayor's chief link to the two Boards and would seek to relate educational programs to overall human resources objectives. The director of this office would be responsible to the Human Resources Administrator.

The detailed objectives and functions of each of these major elements are spelled out in subsequent chapters. The essence of our proposals is integration or coordination of functions. By pulling together the many threads that now run separately, it will also be more feasible to relate human resources programs to those of other city departments, agencies and administrations. For instance, the housing and physical renewal authorities should be able to look to one place in the city administration that can speak for what is going on and planned in the human resources field. This becomes increasingly important as other city departments and agencies are also being consolidated.

Finally, we propose the introduction of a modern Program-Planning-Budget System for the HRA and all its major elements, in order to relate budgeting to pro-

gram goals, allocate resources accordingly, and enable both the HRA and the public to measure progress in terms of people and services.

The kind of organization we propose cannot do its job unless it cooperates closely with the many existing private groups and institutions, and above all the voluntary agencies, in the city whose long experience will be an indispensable source of assistance and advice. The HRA's effectiveness also depends to a large degree on effective working relationships with business and labor. The emphasis we place on manpower and career development as a key to opportunity makes it self-evident that here is a field in which open-minded, imaginative and productive cooperation between the city government, private industry and labor is mandatory.

CONCLUSION

What we propose is not a panacea. We neither promise nor forecast instant solutions. Therefore, it would be mistaken and dangerous if these proposals gave rise to exaggerated hopes and expectations. If all our recommendations were carried out with maximum speed and efficiency, it would take from six months to a year to launch operations under the new structure.

What is more, the available funds--especially federal allocations--fall far short of New York City's needs. We fully agree with Mayor Lindsay's testimony before Congress on the President's Demonstration Cities bill that such a program for New York City will require a "vastly increased appropriation." As the Mayor said: "Our accumulation of urban ills is so great that we must look to the federal government for assistance on a non-discriminatory basis. We should not be prejudiced simply because our city is big and our problems proportionately larger. All the more reason to tackle them."

When the Demonstration Cities Program becomes law, the HRA should be equipped to plan and administer its human resources elements in New York City. Therefore, we are suggesting approaches and program concepts that should guide the city in making maximum use of such new resources. In the meantime, the HRA, speaking with one voice where up to now there has been dissonance, should be in a better position to make the case for larger allocations to New York City from existing sources.

The need for action becomes steadily more urgent. As more middle and high income families move to the suburbs and more poor people flock to the city, solutions slip farther and farther away. They may elude us completely unless a major effort is undertaken now to make up for lost time and break new ground.

II. A HUMAN RESOURCES ADMINISTRATION

The proposed Human Resources Administration should be headed by an Administrator. He should be responsible to the Mayor for overall planning and coordination of city policy on community development and community action, manpower and career development, social and youth services, and public assistance. The Administrator should also advise the Mayor on public education policy, especially as it affects other human resources activities.

The Administrator and his immediate staff would be charged with policy-making, coordinating and service functions designed to give maximum effect to the performance of the HRA's operating elements.

The proposed HRA structure should help the Mayor to allocate available resources more effectively. Better performance in federally-financed programs should also strengthen the Mayor's case in attracting additional resources from Washington.

An improved and coordinated system of planning, budgeting, and evaluation would yield better information to the public on the goals of human resources programs and on progress toward them. City officials and community organizations would be in a better position to get the facts and to make decisions.

An improved planning and coordinating framework for human resources programs would help to speed up the processing of proposals from community and neighborhood groups. It would also help these groups to put programs in operation more quickly once they have been granted funds.

To meet these obligations–to the Mayor, the public, city officials, and community groups–the Human Resources Administrator will require a top staff which, while small in number, should be of the highest quality. Each member should have a broad enough background to enable him to assume a variety of functions and work with maximum flexibility.

THE DEPUTY ADMINISTRATOR FOR PLANNING AND BUDGET would be responsible for overall planning within the HRA and for introducing and operating a Program-Planning-Budget System. He and his planning and budget counterparts in the various departments and offices of the HRA should make up an informal "planning and budget" cabinet which serves the HRA. He should assist in the preparation of departmental program budgets and consolidate these into an overall program budget for the HRA. He should help the Administrator present and defend this budget before the Mayor, the City Council and the Board of Estimate. This deputy would also be responsible for evaluating the effectiveness of program coordination within the HRA. Finally, he should keep abreast of grant and contract applications from HRA's departments to federal, state, and private agencies.

THE DEPUTY ADMINISTRATOR FOR MANAGEMENT should have broad experience in management and administration. He should be available to the Administrator and to all operating elements of the HRA for expert advice on efficient and effective administrative procedures. He should concentrate particularly on helping the new departments in the HRA to set up their administrative machinery and to establish good working relationships among themselves and with public and community agencies.

THE DEPUTY ADMINISTRATOR FOR COMMUNITY RELATIONS should be responsible for interpreting the policies of the HRA to public and private groups in person-to-person discussions. He should maintain liaison and consult

regularly with civic groups, civil rights organizations, voluntary agencies, and community groups and agencies. He should advise the Administrator whenever problems develop in the relationships of the HRA with these groups and agencies. He should also be the Administrator's link to the City and State Commissions on Human Rights, to community relations counterparts in other city departments (such as Police, Board of Education, etc.), and to the "neighborhood city halls" program. This deputy should also coordinate the activities of community relations staffs in the departments and offices of the HRA.

THE DIRECTOR OF PUBLIC AFFAIRS would be in charge of informing the public of the activities of the HRA and its operating elements. He should be the Administrator's day-to-day link to the news and information media (newspapers, radio, television, magazines, motion pictures, etc.) and to public forums. He should advise the Administrator and other key HRA officials on all public affairs matters. He should help in scheduling their public appearances and assist in the preparation of their presentations. He would also be responsible for the publication of special and regular reports to the public by the HRA. He should coordinate HRA public affairs with the Mayor's Press Secretary.

THE GENERAL COUNSEL would have responsibility for all legal and contractual affairs of the HRA and give advice on these matters to the departments. He should coordinate his work with the Corporation Counsel and other City officials who have responsibilities in this area. He should supervise the preparation of contracts between the HRA and other groups and agencies. He should be abreast of all legislative developments affecting the HRA, and assist the Administrator in preparing and presenting new legislative proposals in which the HRA has an interest. He should represent the Administrator and work with the Corporation Counsel in defending the HRA in actions brought against it and the City.

The Office of the Administrator would thus be engaged essentially in planning, coordinating and assistance functions. It is on the department and office level where most of the work has to be done. This is why the bulk of this report, which follows, is concerned with the assignments of these operating units.

See page 46 for organizational chart.

III. COMMUNITY DEVELOPMENT

ANALYSIS

New York City, more than any other urban center, exemplifies the problems of poverty that led to passage of the Economic Opportunity Act of 1964. Every fourth family in this most affluent city of the world earns less than $4,000 a year. Among Negroes, poverty plagues almost half of all families. Among Puerto Ricans, it affects more than half the population. Poverty has been on the rise in the midst of plenty, alienating its victims from the rest of the community, undermining their motivation to better themselves, and giving them the feeling that they have no control or influence over their future.

To halt and reverse the trend, the 1964 Act calls for a two-pronged strategy: full mobilization of public and private resources in an attack on poverty; and maximum feasible participation in the planning and operation of anti-poverty programs by the people who are to benefit from them.

Community Programs

New York has responded haphazardly and in a confused manner to the opportunities opened by the 1964 legislation. Several approaches are being used to develop and conduct programs:

More than half the anti-poverty grants made so far have gone to 40 city-wide agencies. Funds have been granted to another 30 social welfare and educational agencies which are based in poverty areas.

A third group that has received grants is made up of three organizations originally formed to develop youth programs, but which have since branched out to perform other functions. They are Mobilization for Youth on the Lower East Side; HARYOU-ACT in Central Harlem; and Youth in Action in Bedford-Stuyvesant.

A fourth group of grant recipients consists of eight community agencies. Four of them existed before the anti-poverty program got underway: the Council for a Better East New York; the Brownsville Community Council; the Central Brooklyn Coordinating Council; and the Coney Island Community Council. Four have been created since the 1964 Act was passed: Massive Economic Neighborhood Development (MEND) in East Harlem; Southeast Bronx United (SEBU); Queens United Education and Social Teams (QUEST) in South Jamaica; and the Lower West Side Anti-Poverty Board.

In ten of 16 communities designated as poverty areas, Community Progress Centers (CPC) have been or are about to be set up. Their functions are employment counseling, hiring of non-professional staff, and block organization. The CPC's are creations of the Economic Opportunity Committee (EOC) – the operating arm of the Council Against Poverty.

In these same ten areas, the EOC also initiated conventions to elect Community Committees for review of program applications and to supervise the work of the CPC's.

This pattern has yielded some positive results: The use of existing agencies to receive a heavy share of grants gave New York a quicker start than if action had been held up pending formation of new organizations. The broadening of activities by originally youth-centered organizations also is a healthy and useful development. And the formation of Community Committees with roots among the residents is a trend in the right direction.

But there are problems, too. There has been dissatisfaction with the CPC approach because the Community Committees were required to accept a pre-packaged staffing pattern and because the staff are city employees. In eight com-

munities – half of all those designated as poverty areas – overlapping programs have been funded through two or more agencies. And Community Committees have not yet found the way for effective review of proposals and grant requests.

On a City-Wide Basis, New York has failed to organize itself for sound planning and effective action. What it has done is to create a host of boards, committees and councils which in their profusion are responsible for little more than confusion.

The Council Against Poverty (CAP) is charged with policy-making for programs funded by federal grants. The Council is constituted as a 100-member body, but at present has some 80 members – all appointed by the Mayor. Although each Community Committee may name two members, actual appointment of these, too, rests with the Mayor. The Council has an 18-member *Executive Committee.* Only four of the members represent communities served by the program. This Committee makes most decisions on behalf of the Council. It has done so upon recommendation of the *Planning and Coordination Committee (P&C),* a 20-member group made up primarily of staff people from voluntary social welfare and public agencies. Although this group has been inactive since April, until then its recommendations were accepted by the Executive Committee or the Council almost without exception.

The Anti-Poverty Operations Board (APOB) is made up of 15 public officials appointed by the Mayor and charged with making grants out of city funds.

The Economic Opportunity Committee (EOC), comprising 13 public officials and six citizen members, is also named by the Mayor. It is responsible for operations, but has met only twice. Its staff, operating autonomously, does the work.

The EOC staff, with over 200 authorized positions, breaks down into 14 functional units, each of which reports directly to the EOC's Executive Director. Even the most gifted and hard-working executive is unlikely to handle such a workload efficiently. In addition, the Executive Director has to take account of the parallel operations of the Secretariats of the Council Against Poverty and of the Anti-Poverty Operations Board. The relationship between these two units and the EOC Director has never been clearly defined, which further complicates and confuses operations.

These built-in structural and organizational problems have made the EOC's first year of operations difficult and troublesome. The staff has worked as much as six weeks before being paid; committed funds have not been disbursed to operating agencies; the Head Start program was unduly delayed; there is a six-month pile-up of unreviewed project applications; and communities have received too little help in developing and carrying out their programs. Against this background, a major reorganization of New York's community action program is needed if the city is to take maximum advantage of available funds and secure badly needed additional resources.

GOALS

Programming

In the short run, employment and manpower training provide the greatest opportunities to escape from poverty. In the long run, programs of education and child development offer maximum assurance against recurrence of the cycle of poverty in future generations. With this in mind, we have arrived at these major city-wide program objectives and priorities:

1. Employment, manpower training and necessary supporting services.
2. Educational services which support and supplement existing school programs and which are rooted in community involvement.

3. Child development services which help prepare children for school, improve their health, and do this with the fullest possible participation of the family.

Complementing these city-wide program objectives, communities should have ample room to determine special priorities within their respective areas, and funds must be made available in sufficient amounts to carry out these community-level programs.

In the pursuit of all these program goals, serious and sustained efforts should be made to achieve full resident participation.

Organizational

1. The role of the communities should be strengthened in the planning and operation of programs, the mobilization of resources, and the achievement of resident participation.

2. City-wide policymaking should be in the hands of a Council which is not too large to do business but large enough to provide for adequate representation of the city as a whole as well as of the communities where programs will be concentrated.

3. The city administration's capacity for leadership and follow-through should be upgraded.

4. The organizational structure should allow for imaginative and innovative approaches through pilot and demonstration projects.

RECOMMENDATIONS
On the Community Level

Community Corporations should be established in all poverty areas of New York City. Each should serve as the primary instrument for citizen participation and community action for its area.

Functions

PLANNING: Each Corporation should prepare an overall community action plan reflected in an annual program budget.

REVIEW OF PROPOSALS: All requests by local agencies for community action funds to be spent in a Corporation's area should be funneled through that Corporation for review. Local groups affiliated with city-wide federations should use this same procedure. The Corporation should also receive copies of fund requests made to the Council Against Poverty by city-wide agencies. This will enable the Corporation to present its views on these requests.

COORDINATION: All community action programs in a designated area, as well as related projects not financed out of anti-poverty funds, should be coordinated by the Corporation. It would be up to the Corporation to set up the mechanism best suited to this task.

INSTITUTIONS: The Corporation should play a key role in forging or strengthening community institutions responsive to residents' needs. When established institutions do not meet present-day requirements, the Corporation should serve as a catalyst of change.

OPERATIONS: A Corporation might choose to operate some programs directly, while delegating others to local agencies capable of running them effectively. But the Corporation should not allow direct operations to impair its planning, coordinating and review functions. Nor should the Corporation move into direct operations to such an extent that these undermine the initiative and capability of other local agencies to operate community action programs.

Structure

The size and method of selection of the governing bodies or boards of Community Corporations are likely to vary from area to area. But certain general criteria that have emerged out of experience commend themselves as guides.

As to size, the governing body should neither be so small as to be unrepresentative nor too large to inhibit decisive action. We recommend a board ranging from 15-30 members.

Democratic procedures should be followed in selecting the boards. This will generally mean some form of direct elections. However, some members of Corporation boards might be selected by neighborhood boards, or by conventions of delegates from community groups, or through appointment by elected public officials. The precise pattern will vary from one community to the next.

We recommend against a means test – for voters or candidates. Understanding and ability cut across income levels, and all residents of a community should be free to vote for whoever they think is the best person for the job, just as in general elections. Whatever the procedure, it should assure adequate representation of all segments of the community, including those directly served by programs. (An appendix suggests a variety of approaches.)

Fiscal Control

Each Community Corporation should be responsible for the financial management of the resources it receives. But since the city is accountable for all public community action funds, it should exercise supervisory fiscal control through the Community Development Department of the HRA. (The functions of this department will be described later in this chapter.)

Even though Community Corporations would be established as non-profit organizations, they should operate with the openness which is expected of a public agency. Board meetings should be open to the public, except for executive sessions on sensitive matters, such as personnel problems. Public hearings should be an important feature of Corporation proceedings. Records should be open for public inspection.

Staff

The staff of a Community Corporation should be employed by the Corporation, not by the city. Each Corporation should set its own personnel policies, but for positions common to all Corporations salary ranges and job descriptions should be coordinated. A joint personnel committee under the leadership of the Council Against Poverty should have this responsibility.

Resident Participation

Community Corporations should be required to achieve maximum resident participation. They should submit an annual report to the Council Against Poverty on how they have complied with this requirement, and on what they are planning for the year ahead to develop deeper community involvement. The Council should review and evaluate the performance and the plans of each Corporation in this crucial area. To assist the Council, the HRA's Community Development Department should conduct a continuous review of resident participation. It should also publish a handbook on the subject for use by the Corporations. This guide should provide detailed information on recruitment of residents for staff, resident membership on the governing bodies of agencies which receive community action funds, resident

planning committees, neighborhood organizations and other forms of resident involvement. The guide should be periodically updated in the light of new experience.

Community Boundaries

A recent study under the auspices of the City Administrator shows the need for re-definition of the areas in New York City where community action programs are being or should be carried out. The Community Development Department of the HRA should, as soon as possible after its establishment, tackle such questions as these: should Community Corporations be organized on the Upper West Side, the central section of Corona-East, Elmhurst, Coney Island, part of the Rockaways, Bushwick, Park Slope, Sunset Park, Crown Heights, and Baychester?

Should the areas of communities now designated in the Southeast Bronx and East New York be expanded, and if so, should new Community Corporations be established to serve the larger areas? How can pockets of poverty in undesignated areas of the West Side and on Staten Island best be covered?

Decisions on such issues should, wherever possible, be reached in consultation with community leaders, but the Council Against Poverty should ratify the boundaries for each Community Corporation.

Transition

Should our recommendations be adopted, it will take at least six months to complete the change from the present to the proposed system. The Community Development Department should cooperate with all groups organizing Community Corporations. When the plan for a Corporation is completed, it should be presented to the Council Against Poverty. The Council should hold a public hearing and then act on the plan. Hopefully, it would approve it in short order, with whatever modifications it may deem appropriate.

Where new areas for community action are designated, the Community Development Department should be available to help in setting up an organizing committee made up of residents.

In ten areas where Community Committees exist, these should have an opportunity to form or reconstitute themselves as Community Corporations, in accordance with procedures approved by the Council Against Poverty. Once established, each Corporation could decide whether to retain, replace, or change the role of the Community Progress Center in its area. In several cases (The Bronx, Lower West Side, South Jamaica, and Brownsville-East New York), relationships between Community Committees and other community action agencies will have to be clarified.

HARYOU-ACT and Youth in Action, as the presently designated community action agencies for their respective areas, should also be given an opportunity to form Corporations. They, too, should do so in accordance with Council-approved procedures and in consultation with other community groups.

On the Lower East Side, the newly elected Community Committee should consult with Mobilization for Youth and other community agencies in efforts to form a Corporation.

In East Harlem, a start has been made in organizing a Community Committee. These efforts should be encouraged, looking to establishment of a Community Corporation. The Community Development Department should provide any needed assistance.

City-Wide Level

On the city-wide level, we recommend that the Council Against Poverty be

reorganized and made the sole city-wide policy-making body for all anti-poverty programs.

The Economic Opportunity Committee and the Anti-Poverty Operations Board should be abolished.

Functions

PLANNING: The reconstituted Council Against Poverty should set goals and priorities for the overall city program to eliminate poverty.

ALLOCATION: It should allocate community action funds in terms of these program objectives and the needs of the communities. It should also make recommendations on resource allocation among the communities in related programs administered by other city departments or agencies (such as the Neighborhood Youth Corps, which under our proposals would be administered by the new Manpower and Career Development Department.)

FUNDING: It should review all applications for both federal and city community action funds. Most of these would eventually come before the Council in the form of program budgets prepared by the Community Corporations and by the Community Development Department.

APPEALS: It should resolve disputes arising in the formation of Corporations and hear appeals from neighborhood agencies where fund requests are turned down by the Community Corporations. But a Community Corporation should be overruled only where it has acted arbitrarily or capriciously.

ADVICE: It should comment, on behalf of the communities, on city requests for funds under other federal legislation but of a related character, such as education aid.

PROGRESS REVIEW: It should regularly review the progress of all community action programs in the city, including resident participation.

Council Makeup

We recommend a 24-member Council. Such a body should be large enough to be representative and compact enough to do business effectively.

The Mayor should appoint the Chairman, Vice-chairman and ten members. These should represent a cross-section of civic leadership. We suggest two alternative criteria for the appointment of members by the Mayor. One would preclude membership for anyone who serves on the board or staff of any agency which has received or requested funds from the Council. Alternatively, a maximum of four Mayoral appointees could be in this category. Because of the importance of the Council and the heavy workload it will carry, the Mayor's appointees will have to be free to devote a large part of their time to this assignment.

The other 12 members should represent the communities where programs are underway or planned. Allocation of seats would be by borough. Selection would be made by the presidents of Community Corporations in each borough. We recommend the following breakdown: Brooklyn – 4 members; Manhattan – 3; the Bronx – 3; Queens – 1; Staten Island – 1. (See appendix for details.)

Board members would serve for two years, but under a staggered system so that the terms of only half of the Mayor's appointees and half of the community representatives would expire each year. (An exception for the transition period is noted below.) The Council should consider paying stipends to cover expenses of members, especially the community representatives.

The funding process recommended in a technical annex to this report calls for

public hearings by the Council on program requests. These would require periodic conversion of the Council into hearing panels. We recommend four such panels, with six members each. Three members of each panel would be appointees of the Mayor and three would be community delegates.

Meetings of the Council should be open to the public, except for executive sessions devoted to preliminary discussion of sensitive issues.

Range of Authority

As indicated in the listing of its functions, the Council should have authority to allocate all federal community action funds for the city, plus a large share of city money which up to now has been allocated by the Anti-Poverty Operations Board. Under our recommendations, some of these city funds should logically be assigned to the Manpower and Career Development Department, while others should be allocated to the HRA in support of programs which exceed the scope of community action. Allocation of the remainder of city anti-poverty money should be the Council's responsibility.

Staff

The Community Development Department of the HRA should provide staff services to the Council.

Transition

It will take some time before the Community Corporations are organized and equipped to name their delegates to the Council Against Poverty. In the meantime, representatives of the Community Committees now in existence, or others that are being organized, as well as those of HARYOU-ACT and Youth in Action should name the first 12 community delegates to serve on the reorganized Council. These should serve an initial term of one year.

To complement the policy-making work of the Council Against Poverty, we recommend establishment of a *Community Development Department* in the HRA as the city-wide operating agency for community action and related activities. The department should take over most of the functions now being carried out by the Economic Opportunity Committee. Others – such as responsibility for the Neighborhood Youth Corps, Job Corps, and for small business development – would be transferred to the Manpower and Career Development Department.

Functions

SECRETARIAT: The Community Development Department should serve as the Secretariat of the Council Against Poverty.

NEGOTIATION: It should negotiate with federal and state agencies in support of funds for community action programs.

LIAISON: It should maintain liaison with city-wide agencies engaged in community action.

SPECIAL PROGRAMS: It should plan and administer special programs such as Head Start, special education activities, and projects for the elderly.

TECHNICAL ASSISTANCE: It should provide technical assistance to Community Corporations and other agencies at the community level.

RESIDENT PARTICIPATION: It should encourage the fullest possible meas-

ure of resident participation and coordinate an interdepartmental committee on community organization.

CONTRACTS: It should enter into contracts with city-wide and community agencies for the operation of programs.

FISCAL: It should manage the expenditure of community action funds from all sources.

PLANNING AND RESEARCH: It should be responsible for long-range planning and research activities.

REVIEW AND BUDGETING: It should conduct staff review of project applications, and handle program budgeting and auditing.

Organization

The Community Development Department should be headed by a Commissioner, who should be responsible to the Human Resources Administrator. There would be eight major units, four of which would report directly to the Commissioner. The remaining four would be under the direction of a Deputy Commissioner for Operations.

The *Secretariat* would be responsible for federal and state relations, for providing staff services to the Council Against Poverty, and for keeping track of all projects – from initiation to final audit.

The *Office of the Counsel* should handle all legal matters.

Administration should take care of the basic management functions of the department, with units for fiscal, personnel, purchasing, and office management.

Program Planning and Budget would be responsible for the department's annual program budget, staff review of requests for community action funds, overall program analysis, long range planning, and research.

Program should administer all programs operating on a city-wide basis, such as Head Start, other educational activities, legal services, and summer programs.

Community Assistance should work with the Community Corporations and related community and neighborhood groups. It should encourage and audit resident participation.

Special Services should administer community services provided by the department. One of its primary functions should be, in close cooperation with housing and renewal agencies, to provide new opportunities for people living in renewal and rehabilitation areas.

Field Coordination would be responsible for directing all activities of the department on the community level. There should be eight district offices, each headed by a director.

(A fuller description of the organization of the Community Development Department is contained in an appendix.)

"Foundation for Progress"

Because New York's problems and programs are on such a massive scale, there is a tendency to slight proposals of small neighborhood groups. Pilot projects which seek to develop and test new and sometimes controversial ideas and techniques also tend to get short shrift.

With this in mind, we recommend establishment of a *Foundation for Progress*. This would be a private, non-profit organization. It would work closely with the Council Against Poverty and the Community Development Department, but should be independent in making its decisions. The foundation should be governed by an

11-member board of directors. Three would be appointed by the Mayor, three by the President of the City Council, and five by the 12 community-delegate members of the Council Against Poverty.

The foundation should have a small staff. Its funds would be provided by public and private sources. The Council Against Poverty should supply the public money, while an equal or greater amount should be sought from private foundations, voluntary agencies, business, labor, academic institutions and professional groups.

With these funds, the foundation should support small neighborhood projects for which financing is difficult to obtain through normal city-wide or community channels. Equally important, it should consider funding pilot and demonstration projects which offer promising new approaches to difficult problems. The foundation should give special consideration to proposals which, though serious and promising, may be controversial and which official institutions would tend to shun as public relations risks. However, the foundation should not become a dumping ground for projects that have been rejected for substantive reasons in the course of regular community-level or city-wide procedures.

Need for More Resources

As we said at the outset of this report, even the best organization and the most efficient use of available resources will not be able to meet the essential needs of community development in New York City. We urge the Congress and Federal authorities to set their appropriation and allocation sights for community action a good deal higher than at present. We trust that establishment of an organizational and programming structure such as we have proposed will be a convincing argument for the flow of substantially larger resources into New York City.

See page 46 for organizational chart.

IV. MANPOWER AND CAREER DEVELOPMENT

ANALYSIS
Manpower

A cornerstone of any human resources program is jobs. Nowhere in our studies have we found as many unrelated pieces, gaps and as much duplication and overlap as in the field of manpower and employment. It is as if segments of railroad track, many of high quality, were nailed down haphazardly all over the landscape. Some are longer, some shorter; some approach a station, but most end somewhere in the countryside; a good many run parallel to each other, leaving wide areas without any service.

If all these chunks of track could be placed end to end with a clear direction, they would undoubtedly go far towards meeting existing needs. Many would have to be upgraded and some new pieces would have to be added, but the big job is to design a sound pattern for using of the available hardware.

This is the heart of the problem in the manpower and employment area in New York City.

LACK OF CONTINUITY: One thing that is sorely lacking in the city is orderly progression and follow-through. A young man may be recruited and tested in a neighborhood office, but when the testing is done, the office may not know where to send him for training. Another youth may, with a great deal of effort and persuasion, have been placed into a public agency for work experience at a beginning wage. He may do well, but chances are no one makes sure that, when the youngster is ready, he is sent on to get training in a specific skill or, if he prefers, placed directly into a job. On the skill training side, the problem is reversed. Many agencies are ready to provide such training, but often they get no more than a trickle of applicants from the neighborhoods, despite the pent-up and rising demand for this kind of service. Again, the trouble is lack of coordination and the absence of ties between different parts of the system.

Job development and placement is being carried on by scores of agencies. Consequently, employers get several visits every week from job developers who are not in touch with each other and thus do no pool information about existing or upcoming opportunities before they call on busy executives.

More than a dozen research and demonstration programs have sprouted forth all over the city — again with few links between them.

The result is that not only are the recipients of services frustrated, but those who provide them — all people trying to do a job for their community — are wasting much of their effort. What is needed is a chain that links all the pieces so that progress from testing through work experience and skill training to a job can be managed more systematically and sensibly throughout the city. After trainees land jobs, further counseling should always be available — for follow-up and possible additional training — so that the investment they and the community have made is used wisely and productively.

ADULTS: If services generally are haphazard and erratic, those for adults are even spottier. 75 percent of all the people served by community action programs in the employment field last year were youths. JOIN (Job Orientation in Neighborhoods), a manpower agency for young people, had to turn away 5,000 applicants because they were over 21. Neighborhood centers must necessarily concentrate a large part of their efforts on young people, but not at the expense of neglecting adults.

SHARP VARIATIONS: Other gaps are geographical and qualitative. At present, it is a matter of luck or coincidence when a New Yorker gets complete service.

It greatly depends upon where he lives. Some communities have fine programs, others none. On the qualitative side, there is a dearth of skill training facilities. The four major institutions doing this work in the city – JOIN, the Board of Education's manpower training program, the Port Authority's BEST program, and Mobilization for Youth – train fewer than 10,000 people a year. The number should at least be doubled.

THE MONEY GAP: The biggest gap of all is in resources. Aside from the normal expenditures of the New York State Employment Service (NYSES), only $40 million was spent on manpower programs in the city last year. Even if the best all-around use had been made of these funds – and it has not – they would not have been nearly enough to meet the city's needs. New York must look to Washington for a substantial increase in these funds to be used in a revamped and upgraded system. Such a system would curb duplication among the 30-odd agencies which now perform essentially the same services, with most of them contracting separately with Washington.

Career Development

On the career development side, much more needs to be done to develop new career lines in the public service for New York City's unemployed and underemployed. The small central training staff of the city Personnel Department has done a creditable job, but its budget and staff have been unrealistically small in the light of needs and possibilities.

The City of New York employs nearly 300,000 people and thus is by far the largest source of jobs in the metropolitan area. There is a tremendous potential here for training and upgrading people. This would have a triple purpose: combatting poverty through entry of unemployed people into a career system; providing the city with the best possible staff by developing its employees' capabilities; and – beyond the needs of the city itself – helping to create a more skilled work force, many of whom will leave the municipal service to take jobs in private industry and business.

On a national level, the National Commission on Automation, Technology, and Economic Progress estimates that 5.3 million jobs are now open in the public service, of which over 1 million are in the health area. These manpower needs pinch most painfully at the local level of government. New York City faces a major challenge and opportunity in this field.

GOALS

To bring order out of the manpower chaos and to convert employment by the city into the kind of opportunity it should be, we recommend the adoption of these objectives:

Manpower

1. Establishing program priorities.
2. Developing a city-wide system for continuity of service.
3. Increasing skill training facilities.
4. Improving and broadening job development.
5. Increasing services for adults.
6. Attracting new resources.

Career Development

1. Across-the-board training of professional and non-professional staff in the HRA, the Community Corporations and related programs.

2. Developing new and broader career ladders in the city government, with priority for people from poverty areas.

3. Orienting and instructing personnel in the city administration to conduct training.

4. Establishing regular working relationships with private institutions and business in training and employment.

RECOMMENDATIONS

To work toward these manpower and career development objectives, we recommend the establishment, within the HRA, of a *Department of Manpower and Career Development.*

Headed by a Commissioner, the Department would be made up of two main elements, each headed by a Deputy Commissioner. One would be in charge of organizing a system to coordinate manpower and employment services; the other would be responsible for working with a wide variety of institutions to develop an effective career development and training program in the city.

Manpower Functions

PLANNING: The manpower element in the proposed department (to which we shall subsequently refer as "Manpower"), must work in close and constant consultation with other elements of the HRA, with public, private and community groups concerned with employment and manpower problems, as well as with business and labor organizations. To plan and carry out programs in support of its goal, it should have jurisdiction or the right of review over a wide range of currently independent and unrelated agencies and services. The use of all city and – as far as possible, federal – funds for manpower and employment programs should be administered or coordinated by the department. For sound planning purposes, JOIN should be integrated into Manpower. For the same reason, the work of the Welfare Department's Division of Employment and Rehabilitation also must be closely related to Manpower, and if possible, this division and its programs should become part of the new department. Manpower should also participate in planning skill training programs with the State Employment Service and the Board of Education, and review training proposals prepared by the Board. Agreements should be worked out between Manpower and the NYSES providing for maximum integration of staff, particularly in the neighborhoods.

Complementing the setting of goals and priorities should be regular review and evaluation of all employment and career development activities in the city. This, too, should logically be the responsibility of Manpower.

NEIGHBORHOOD EMPLOYMENT CENTERS: To achieve continuity between the various phases of testing, training and placement, Manpower should set the ground rules and allocate the resources for all these activities. But it need not operate all the programs itself.

A great deal of this work could be done in the communities, under the auspices of Community Corporations. The heart of manpower activity in the communities should be a network of Neighborhood Employment Centers, staffed in the main by qualified personnel from the communities. Manpower should set specific goals and criteria for the Centers and funds should be allocated to them in line with these objectives. Where no Community Corporations exist or where these are unable to set up Centers, Manpower should see to it that they are established under other auspices.

Manpower might also make contracts with the Community Corporations for the operation of work experience programs, under which people are placed in public or private non-profit agencies to acquire work habits leading to skill training and eventual success in regular jobs. Here again, Manpower should set goals and standards of performance. Allocation of funds would be governed by the ability

of Community Corporations to conduct quality programs, their desire to operate programs, and the need in their communities.

SKILL TRAINING: Large investments will have to be made in expanding and improving skill training facilities at all levels, from basic literacy to computer technology. It should be Manpower's responsibility to assure the availability of a broad range of skill training opportunities in the city and the kind of instruction that prepares people for good jobs. Manpower should work with the schools and colleges and other existing or new training institutions to up-date and expand programs, and to find new technologies for rapid learning. Where appropriate, Manpower should encourage establishment of new and experimental skill training ventures.

JOB DEVELOPMENT: Preparing people for jobs, however, is only half a loaf. Manpower must be equally busy working with business, industry and labor in developing jobs and placing those trained under the various programs. Working in tandem with the NYSES, Manpower should systematically canvass employers who require large numbers of highly trained people. Information on job openings should be fed continuously into neighborhood and training centers so that people qualified for jobs can be placed immediately. Community Corporations should be responsible for canvassing and job development among smaller firms. Communities where local employers do not offer enough job opportunities should get special assistance from NYSES and Manpower in placing people from such areas in jobs elsewhere in the city.

On-the-Job Training (OJT), should be administered by Manpower in cooperation with the NYSES, Community Corporations, and other public and private agencies. This should be a major source of useful employment.

Community Corporations may operate their own Small Business Development Centers under the overall administration by Manpower of the city's small business program. Small business ventures can provide the means for economic and social break-throughs by low-income people. They are also an important source of new jobs.

Manpower should establish close working relations with the Job Corps for maximum placement of Job Corps graduates, who are beginning to return to the city in growing numbers. It may be possible to secure funds from the Job Corps for this effort.

Any realistic job development and placement program calls for an effective partnership between the city administration, business and labor. Manpower should play a leading role in working with private industry and labor organizations to break down artificial and outdated barriers to employment. Some employment standards have not changed in many years in spite of a steadily changing labor market. Some hiring criteria far exceed the requirements of the work to be done and preclude the employment of many people capable of doing the job. And there still remain discriminatory practices that have no place in the city's economy.

MORE SERVICES FOR ADULTS: Adult job seekers must get much better service. Programs should be available to all age groups. While some federal programs are limited to younger people, others fund employment services for adults, and more of these should be obtained for New York. JOIN's program should immediately be broadened to serve adult applicants.

COORDINATION: Manpower and employment services are a vital element of any human resources program, but they cannot stand alone. Other activities of the proposed HRA have a direct bearing on the success of the manpower program. This calls for close coordination between Manpower and the other departments

and services of the HRA. Employment can strengthen family stability, and conversely family troubles can jeopardize a person's job by detracting from his performance. Thus, social and health services must be related effectively to the manpower program. The same holds true for programs such as child care. Head Start, consumer services, etc.

Manpower's programs and services must also be closely geared to the city's economic development efforts. Coordination is clearly needed between employment services and job-creating institutions.

Finally, Manpower should make sure that the trainee and the job-holder can always count on the counselor in his home community for regular follow-up help and advice. The home-base counselor is the main guarantor of continuity, which we believe is the greatest single need of any successful manpower and employment program.

Organization

The manpower element in the proposed department should be administered by a Deputy Commissioner.

He should have broad experience in manpower development and employment programs, preferably at the local level. He should be able to negotiate agreements and contracts with a variety of agencies and groups, including the NYSES, the Board of Education, Community Corporations, and the federal government.

The manpower element of the new department should be subdivided into three major functional units:

COMMUNITY OPERATIONS, the chief responsibility of which should be to give technical assistance to Community Corporations on the operation of Neighborhood Employment Centers. This unit might also operate Centers directly where there is no Corporation.

WORK EXPERIENCE AND TRAINING should have two main subdivisions: one for work experience, and one for skill training. The office would be responsible for administering or coordinating programs in work experience, basic education, skill training, and vocational counseling. It should give technical assistance to agencies operating work experience and skill training programs, and be responsible for operating any skill training facilities established directly by Manpower.

It should work closely with the Career Development staff in programs to train, employ, and upgrade non-professionals to professional status. The vocational counseling staff, which should be assigned administratively to this office, should also be made available for technical assistance or counseling to Community Corporations or other agencies which provide counseling in Neighborhood Employment Centers.

JOB DEVELOPMENT AND PLACEMENT should work in close cooperation with the NYSES to uncover job openings among large employers in the New York area. Other staff persons should give technical assistance to Community Corporations on job development among local small businesses, and administer the New York City small business development programs. Wherever possible, the operation of these programs should be sub-contracted to Community Corporations. (A technical appendix describes the operations of these offices in more detail.)

Attraction of New Resources

The best system can only be as good as available funds permit it to be. We

believe that the organizational structure we have proposed will be a magnet for new resources. Under 1966 amendments to the Economic Opportunity Act, increased funds are likely to become available for manpower and employment services. Hopefully, the U.S. Labor Department will also provide new resources for the comprehensive program recommended in this report.

Career Development Functions

COORDINATION: The career development and training element of the proposed new department (to which we shall subsequently refer as "Career Development") should work closely with many public and private agencies and institutions – such as the New York City Department of Personnel, the Board of Education, the Board of Higher Education, city employee unions and other agencies and organizations which can contribute to the accomplishment of career development goals. Wherever possible, it should use existing training institutions and facilities in planning and operating programs.

WITHIN HRA: Career Development should assure that models for employing, training and upgrading non-professional personnel are developed within HRA, the Community Corporations and related community action programs. These will chiefly be of benefit to people recruited from poverty areas, who should be employed as apprentices and interns in jobs with a high potential for advancement within the HRA and related organizations.

IN THE MUNICIPAL SERVICE: As part of a longer-range program, Career Development should foster in every city department and agency a commitment to the concept of career development programs. As it discovers dead-end jobs, the HRA should relate these positions to career lines and see to it that incumbents receive whatever training they need that will equip them to move ahead.

Career Development should assure identification of individuals with a potential for advancement among low-level municipal employees. Those selected should be assigned to jobs in various city departments and agencies and shifted around periodically and systematically so as to develop a cadre of generalists with a broad range of experience. The high school graduates among these young people should be enrolled in City College courses as part of their training program. A special lecture-seminar series should be organized for all members of the group, with lecturers and discussion leaders drawn from the city universities, and other public institutions.

TALENT SEARCH: Career Development should conduct a comprehensive and systematic search for talent in low-income neighborhoods to fill city jobs. To the extent possible, the recruiters and counselors should be drawn from the neighborhoods themselves.

REACHING OUT INTO THE COMMUNITY: City departments and agencies should serve as a training ground to qualify municipal civil servants for employment opportunities in private business and privately-operated institutions, such as hospitals. Career Development should play a major role in helping the municipal service organize itself for this purpose. The city can thus render a triple service: upgrading employees with a potential for advancement; making better use than it otherwise would of the talents of these people; and enriching the community at large by supplying it with skilled manpower for which there is demand. A typical example of this kind of program would be the training by city hospitals and health units of training aides, X-ray technicians, practical nurses, psychiatric and dietetic aides and many other specialists who are in short supply throughout the community.

Similar opportunities exist in social work, education and several other fields in which the staff demands of the city and of private institutions coincide.

PLANNING AND EVALUATION: Career Development should plan ahead in a variety of ways: by preparation of annual evaluations of short-range training needs and projection of longer-range goals; planning and, where necessary, operation of new programs designed to meet new needs and reach population groups not being reached by existing services and institutions; periodic reviews and critiques of the whole training effort and recommendations for changes and re-allocation of resources in the light of changing needs; and the promotion of training programs within public institutions which would recruit and upgrade people from low-income communities and equip them for work in private business.

Organization

Career Development should be headed by a Deputy Commissioner, responsible to the Commissioner of Manpower and Career Development. It should be subdivided into three basic units: Program Development; Operations and Programs; and Coordination and Liaison.

PROGRAM DEVELOPMENT would be responsible for review of training proposals, evaluation of programs, resource allocation and projection of future needs and programs.

OPERATIONS AND PROGRAMS should direct all training activities within the HRA and give technical assistance to Community Corporations.

COORDINATION AND LIAISON should coordinate training programs, open new career lines within the city administration, and establish a two-way relationship with private institutions and business: these would help in training city and Community Corporation employees, and also become employers of qualified city-trained personnel.

A Career Development Board

The career development staff should have guidance from those municipal officials who have responsibilities and resources in this field. To this end, we recommend the establishment of a New York City Career Development Board. Its two-fold task would be:

1. To identify training needs and potential, and to define priorities.
2. To stimulate city departments and cooperating private institutions to develop training programs. (The HRA should periodically conduct pilot programs under its own auspices to develop new techniques and refine criteria by which training work throughout the city government can be measured.)

The Career Development Board should be chaired by the City Administrator and include representatives from all city departments and agencies which can make a contribution to its work – among them the HRA, the Personnel Department, the Board of Education and the City University.

See page 47 for organizational chart

V. SOCIAL SERVICES AND PUBLIC ASSISTANCE

ANALYSIS

In the widest sense of the term, any organized activity that helps people improve their capacity to make their way in life is a social service. This would include all the opportunity programs with which we deal in other chapters of this report as well as support activities such as day care, family or individual counseling, or help in locating an apartment. Public assistance also falls into this second category. For the purposes of our study and of this report, we have defined and analyzed social services in terms of this second, or support-type, af activity.

Clearly, the need for such services in the right place at the right time is an essential ingredient for the success of any human resources program. A mother eager to work and to get the necessary training may be frustrated by the absence of adequate day care for her children. A high-school dropout who grows up in the absence of his father needs the counsel of a man he trusts if he is to meet the crises of adolescence and find his way into vocational or career training. A child's low achievement in school may be caused – at least in part – by family problems which require the help of a counselor, a homemaker or a combination of these and other specialists. In many cases, public assistance will be the only means available to give an individual or a family the breathing space they need to develop their potential and to take advantage of opportunity programs.

There is no dearth of social services in New York City today. Their very profusion is the cause of many problems. The social service structure in the city is a labyrinth. Even if a client succeeds in finding his way through the maze, he does not always find a sympathetic response. One civic organization characterized the problem this way: People can get help if they know exactly what they need; where to get it; can spare the time, money and energy to travel a long way to the source; can afford to wait their turn once they get there; do not mind the occasional indifference or hostility of a receptionist; and shed anxiety and distrust when they finally get to see the man or woman in charge. The problem is that those who are in most urgent need of service are likely to be the least resourceful, with the result that the better equipped get most and the neediest least.

At present, 12 city agencies carry on their own social service programs: The Department of Welfare, the Board of Education (Bureau of Child Guidance, Bureau of Attendance, and Bureau of Educational and Vocational Guidance), the Department of Relocation, the Department of Health, the Department of Hospitals, JOIN (Job Orientation in Neighborhoods), the Neighborhood Conservation Bureau of the Housing and Redevelopment Board, the Youth Board's casework services, the Youth Counsel Bureau, the Housing Authority, the Office of Probation, and the Parole Commission. With the possible exception of the Department of Welfare and the Youth Board, social services rendered by these agencies are auxiliary to the primary and substantive functions of each organization (relocation, housing, rehabilitation, etc.). They are not centered on the family's total needs. In addition, there are literally hundreds of private organizations, each with a worthy objective, but operating either alone or with inadequate liaison.

Over the past 15-20 years, city administrations have become increasingly aware of the absence of a social service system which can meet the needs of families or communities quickly, effectively and on terms that the recipients can accept.

Dating back to the late forties, many attempts have been made to integrate related programs. Among these efforts have been those of the Youth Board, which

sought to coordinate services for delinquent and pre-delinquent youth; a City Officials Committee, which developed the Interdepartmental Neighborhood Service Center (INSC) in an effort to eliminate duplication among the departments and bring service closer to the family; the Mayor's Interdepartmental Committee on Multi-Problem Families, which created committees on the borough level to coordinate services by different agencies to one family; the New York City Commission for the Foster Care of Children, which concentrated on the needs of dependent and neglected youngsters; and the Community Mental Health Board, whose tasks included the coordination of mental health services. Finally, the Community Council of Greater New York has sought to bring together the efforts of both public and private social service agencies.

These attempts at coordination had only limited success. For they were still too narrowly conceived or lacked what we believe must be the essential ingredient of any successful program of social services: a comprehensive approach to the needs of the family in the light of overall human resources objectives. Furthermore, planning and coordination have suffered from inadequate allocation of resources.

Finally, the groups that were charged with these coordinating tasks were hobbled by two major shortcomings: their continuing commitment to their individual and specialized functions; and lack of authority over those who would have had to implement decisions.

But it would be rash and unjust to attribute the troubles of New York's social service programs entirely to lack of organization or focus. The city is rich in qualified, dedicated and imaginative agencies and individuals – both public and private – who are doing their best under difficult circumstances. If their scope has been too narrow, it is not because they are unable to assess needs, but because the inadequacy of resources has forced them to reduce their assignments to manageable proportions.

GOALS

The major goals of a social service program in the context of an overall human resources development effort should be:

1. Relating overall planning for social services to the support of community development, manpower, education and other human resources programs.

2. On the neighborhood level, meshing of social services with the work of other agencies, and particularly with community action programs, thus making these services easily accessible and of maximum use to the family or the individual that needs them.

3. Developing a public assistance program with enough resources to achieve its income maintenance objectives, administered on the basis of financial need and under a policy of respect for the individual and his capacity to develop his potential.

4. Making social services available to individuals and families regardless of whether they are receving public assistance.

RECOMMENDATIONS

The goals we have stated lead to the conclusion that the Welfare Department and the Youth Board, which carry on a major portion of social service work in the city, should be placed into the Human Resources Administration. The Commissioner of Welfare and the Executive Director of the Youth Board would be responsible to the Administrator.

Functional Approaches

The variety and complexity of functions performed by these two organizations

are so great that, in the brief time available for this study, we have not attempted to re-define them. Instead of making hard-and-fast proposals, we therefore suggest two alternative approaches to a comprehensive system of social services for New York City.

A SOCIAL SERVICES DEPARTMENT. One approach would be to convert the Welfare Department into a Department of Social Services with responsibility for the entire range of activities in this broad field. Many social service workers currently employed by city agencies would be transferred to the consolidated Social Services Department. The department, in turn, would establish a large number of Neighborhood Family Service Centers to provide a full range of services. The majority of its employees would work out of these Centers. The Centers would have to coordinate their work closely with the Community Corporations.

This approach would go a long way toward eliminating duplication and confusion. But it would also have some drawbacks. Many of the agencies now performing social services as an adjunct to their main functions (housing, relocation, etc.) would lose their social workers to the new department. They would argue, and with some justice, that the department could not provide the kind of specialized service they have been rendering in connection with their substantive work. Another problem is the lack of experience in New York City with a unified approach to the public social service field, and the complexities that may arise in establishing new working relationships between a unified department and the many community and voluntary agencies which provide a large share of social services in the city.

At any rate, a decision should await the results of Welfare Commissioner Mitchell Ginsberg's proposed multi-service centers, which will attempt to make a full range of social services available on the neighborhood level. If these centers prove successful, they may help the HRA in developing an effective pattern of policy and action in the social service field.

MAKING EXISTING MACHINERY WORK BETTER: The other alternative would be yet another attempt to establish coordinating machinery, this time based on the new and promising Program-Planning-Budget System and on the extensive use of modern data processing. PPBS would be used in planning and performance measurement, and computers would serve to keep track of individual case histories. These techniques could show up gaps in service, confusion and duplication and supply the information on which to base agreements between different agencies for the more effective delivery of service to the family or the individual. This approach might incur less opposition than the creation of a unified Social Services Department among established agencies and services. Its chief shortcoming is that it is yet another, albeit more sophisticated, attempt at inter-agency coordination, in which the experience of New York City has not been encouraging.

Voluntary Agencies

In any approach, there must be full recognition of the vital role played by the voluntary and private community agencies and the heavy investment of resources they have made and are making in the social service field. No public program could hope to succeed without the closest working relationship, based on mutual respect, with these private organizations.

Income Maintenance

Public assistance plays a vital role in any human resources program. Without

this financial "floor", many families would never have a chance to make use of the many opportunity programs which hopefully will be open to them under the proposed HRA. With this in mind, we recommend these criteria for a meaningful program of public assistance:

1. Grants should be sufficient to allow recipients to meet basic needs.

2. Investigations of eligibility should be conducted with a minimum infringement of the dignity and self-respect of recipients, as proposed recently in a pilot program to state authorities by the Department of Welfare.

3. Financial need should be the essential yardstick for assistance decisions. Some hold the view that a separate Department of Income Maintenance might be needed to achieve this purpose.

Overzealousness to save money in public assistance may ultimately lead to a waste of resources far in excess of immediate savings. As Commissioner Ginsberg has said: "Under current regulations and practices, the welfare system is basically designed to save money rather than save people, and the tragedy is that it ends up doing neither." Those who provide assistance should never lose sight of the main objective: to enhance the dignity of the individuals they serve and thus to encourage them to take advantage of opportunities to develop their potential. In working toward this goal, public assistance becomes an investment which pays off in long-run social and economic gains that dwarf whatever savings might be made in the short run.

Lack of Resources

This leads us back once more to a theme that runs throughout this report: available funds are inadequate to meet the vast and growing needs of New York City in the social service field. Without far more massive federal assistance, the wisest policies and the most efficient administrative structure cannot provide the services which this city must supply in growing amounts to growing numbers of people.

VI. EDUCATION

ANALYSIS

The central role of education in any human resources program is self-evident. Its importance is reflected in the large share of the tax dollar which it absorbs. In New York City in the past fiscal year, spending for education – elementary, secondary, and higher – was over the one-billion dollar mark and accounted for more than a quarter of the total expense budget. But the Mayor's influence on the education budget is far more limited than on most other activities for which city tax money is spent. For historically, public education and higher education are placed under the authority of independent lay Boards who make policy, select the top administrators and evaluate the performance of our schools.

Yet this concern for independence of control has resulted in a kind of educational separatism which tends to limit the development of a comprehensive human resources program. The implications of this problem grow more serious every year, as formal education becomes more significant for employment and career advancement, and as the need for coordinated strategies in education, skill training and manpower development becomes more acute. The problem, then, is how to bring the educational system into an effective relationship with all other elements of a total human resources development program.

The brief time span available to the staff precluded a comprehensive assessment of New York City's public schools and colleges. What is more, such an assessment would merely add yet another volume to the numerous studies already available. Instead, we have made use of these studies, listened to those who have expert knowledge of the educational programs and problems in New York City, and tried to isolate the specific fields in which action would be most meaningful in terms of a total human resources strategy. Our analysis led to the definition of three major objectives.

GOALS

1. Introduction of a Program-Planning-Budget System, which defines spending in terms of educational objectives.
2. Coordination of educational efforts with related human resources programs.
3. Assistance in the development and introduction of experiments to achieve the twin purposes of quality and equality, particularly in low-income communities.

RECOMMENDATION

To assist in working toward these goals, we recommend establishment within the proposed HRA of an *Office of Education Liaison.*

Functions

PROGRAM PLANNING AND BUDGETING: At present, the Board of Education submits to the Mayor an annual budget request broken down into seven major categories: Board of Education; Superintendent of Schools; Personnel and Teacher Training; Curriculum Research and Evaluation; Instruction; Design, Construction, Physical Plant; and Business and Administration. While these categories are further subdivided, it is practically impossible to plan or evaluate performance in terms of educational objectives. It is equally impossible, under the present system, for the Mayor and other elected officials, who have the legal responsibility for approving the spending of vast sums of tax money on education, to make a meaningful analysis of the budget and make wise decisions in the context of overall human resources goals.

What is needed is a budgetary process that relates money to educational objectives rather than merely to administrative divisions. The Board itself has recognized this need, and is now setting up a Budget Analysis and Management Planning Unit.

We recommend the introduction of a *Program-Planning-Budget System* (PPBS) in the field of education. Such a system, which is being proposed for use throughout the HRA and the techniques of which will be discussed in detail in the following chapter, can be of special value in the city's school and university structure. We hope that the Board's proposed budget unit will establish such a system, for it holds great promise for improving objective analysis and assessment of performance. PPBS also offers a most fruitful area for cooperation between the Board and the HRA.

A PPBS system applied to education would call for:

- clear definition of educational objectives;
- definition of budget categories in terms of programs that pursue these objectives;
- identification of program costs;
- measurement of the effectiveness of programs in terms of progress toward stated objectives;
- determination of the most economic means to achieve these objectives;
- regular review and revision of objectives, programs and budgets in the light of experience and of changing conditions;
- long-range planning and cost projections.

Initially, educational objectives would have to be spelled out in clear and specific terms, and program categories drawn up based on these objectives. Costs would then be defined in terms of personal services, administration, equipment, supplies and space for each program. Measurement of effectiveness would be in such terms as reading levels, Regents scores, academic grades, college admissions, job placement rates, etc. In some areas, it would be more difficult to develop accurate means for assessing performance, but efforts should still be made to arrive at substantive evaluations in all fields to determine which programs are successful, which are failing, and which should be expanded, changed or dropped.

The most economical way to reach a specific goal would be determined by comparing the costs of different techniques or approaches in similar program categories. PPBS data might, for instance, show that improved reading levels can more economically be achieved by in-service training of regular classroom teachers than by adding remedial reading staff. If the less expensive method achieves the same objective, then – other things being equal – the more costly technique would be dropped.

PPBS would also point up overlapping and duplication and allow comparative analysis on which to base adjustments and improvements. For example, a vocational training program run by the Board of Education could be compared with similar programs operated under other auspices, such as the Manpower and Career Development Department or the Community Corporations. The administrators of the various programs would then have a useful tool for evaluation of their respective programs and making whatever changes they may deem possible and appropriate.

The sharper definition of objectives, programs and costs made possible by PPBS could also contribute to greater decentralization of the school system, since the Board of Education would have available the instruments with which to judge

the performance of the local school districts. District superintendents could be given more discretion in making changes in the budget to meet the needs of their respective areas, with PPBS review in the central administration providing an efficient means for checking on the wisdom and effectiveness of such changes.

Summing up, PPBS would:

– give the Boards of Education and Higher Education a far more effective tool than they now have to make policy;

– enable the Mayor and other elected city officials to make wiser decisions on educational budgeting; and

– provide a far richer source of information to community groups and the public at large on the direction and performance of the public schools and higher education of New York City.

PROGRAM COORDINATION AND COMMUNICATION: In recent years, all levels of government, but most of all Washington, have sharply stepped up their appropriations and activities in education. This has resulted in a burgeoning of programs. Some of these are carried on by new agencies. Others represent an expansion of activities by public or private organizations whose prior efforts had been rather modest. Coordination is clearly essential to avoid duplication, identify gaps, and achieve effective results.

In the past decade, the city has spent close to one billion dollars on site acquisition, planning, engineering and school construction. Costs are likely to rise in the future, even under the best conditions, and under the most efficient possible management. While day-to-day liaison between the staffs of the Board of Education and of such agencies as the City Planning Commission and the Site Selection Board appears to be reasonably effective, the vast sums involved underscore the need for coordinated planning at the policy-making level. Moreover, since schools are central to the physical renewal efforts of the city, we recommend that efforts get underway as soon as possible to establish specific and close working relationships between the HRA, its proposed counterpart in the field of housing and renewal, and the Boards of Education and Higher Education.

The need for coordination is also clearly indicated in the area of vocational training. The chapter on Manpower and Career Development has already illustrated the importance of strengthening continuity of service and of eliminating confusion and overlap in the city's widely dispersed manpower development efforts. Currently, the Board of Education is sponsoring 25 different vocational and skill training programs – in addition to its 29 vocational high schools, a proposed educational skills center to be operated by the Board of Higher Education, and some 30 manpower training and development programs operated by other agencies. The aim of the Office of Education Liaison should be to assist the two Boards in the integration of their programs into the total manpower development system.

In the social service field, too, there is fragmentation of effort. The Bureau of Child Guidance works primarily with the children themselves in trying to help them over problems that interfere with their school work. Other agencies, such as the courts, health agencies and family service groups, each concentrate on their respective specialties. The work of the Office of Education Liaison in this area should be an integral part of the HRA's efforts to coordinate the separate activities now operating in tightly closed compartments (child guidance, family counseling, etc.), so as to produce a comprehensive system of service to the family.

In the child development field, there is an urgent need for better meshing of programs now operating under the auspices of Head Start, the Health and Welfare Departments, the Board of Education and the many private agencies receiving public funds. The private agencies currently seek to coordinate their activities through the Day Care Council of New York, Inc. Recently, however, in cooperation with the staff of the Human Resources Study, efforts have been initiated to re-define the long term goals of child development programs, the various strategies available to pursue them, and the manner in which different agencies can best be employed to do the job.

These are just some of the major areas where the Office of Education Liaison can and should play its coordinating role. We have discussed them here for illustrative purposes. There are many other fields where coordination is needed and where the proposed office can play a useful role.

Essential to the accomplishment of these functions, which cut across the entire educational establishment and a broad array of interest groups, is improved communication between the city administration and the community. What is more, community groups are increasingly looking to the Mayor for answers to many urgent questions. Without infringing on the independence of the Boards, the Mayor has a responsibility to enter this dialogue and to make his influence felt on major educational policy decisions. It should be the job of the Office of Education Liaison to establish effective community relationships and to supply adequate information and sound professional advice to the Mayor.

PROJECTS FOR THE FUTURE: The proposed HRA, through the Office of Education Liaison, could support experiments which the Board of Education might find it difficult to undertake on its own. Such an effort would give the Superintendent and the Board an independent yardstick for studying the performance of certain parts of the system. At present, no major break-through is in sight on this front. With the collaboration of the Board of Education, the HRA – through the Office of Education Liaison – could support an experiment run by a non-profit institution within a specified sector of the school system. An example are schools in slum areas. Urban school systems generally find the solution to the problem of providing an effective education for children in these areas most elusive. Most systems agree that their performance is clearly not satisfactory. These children are not achieving in terms of the standards the schools themselves hold out. Current educational efforts are proving inadequate in the face of increasingly complex and overwhelming conditions. Under our proposal, the private institution would assume responsibility for the operation of the experimental system, which might run for five years and be subject to annual review and audit.

This type of experiment is very different from the usual university-affiliated school. For one thing, it would extend through the schools of a large area and would thus be much more realistic as a testing ground than a single school. It would also be insulated against the constraints that inhibit experiments conducted within the rules and the framework of the existing system and under direct authority of the Board of Education. The Demonstration Cities Program now being considered by Congress might well be the source of funds for such efforts.

Organization

The functions to be performed by the proposed Office of Education Liaison would not require that office to be an operating unit, unlike the three major departments to be set up under the Human Resources Administrator. Instead, the office

would have the essential characteristics of a staff element. Whatever operational duties it might take on at a later time should be temporary and would not require any substantive changes in its administrative structure.

The head of the Office of Education Liaison would be a Director. He would assume the liaison function between the Mayor and the Boards of Education and Higher Education.

Serving under the Director would be two Assistant Directors; one for Planning and Budget; and the second for Program Coordination and Community Relations.

The *PLANNING AND BUDGET* unit would work with the two Boards in developing a PPBS system and review the budgets annually. In the course of this work, it would advise the Mayor on the most productive use of available funds.

The *PROGRAM COORDINATION AND COMMUNITY RELATIONS* element would be responsible for program evaluation and development, coordination of all educational and education-related programs within the HRA, those of the two Boards as well as those conducted under other HRA components. It would also insure that the city is receiving all funds for education from federal and state sources to which it is entitled.

It would assist in the development of an effective dialogue between the Mayor and the community on educational affairs.

An *OPERATIONS AND SPECIAL PROJECTS UNIT* would be established if and when needed. Positions would be filled on a temporary basis, as required by operations to be performed and special projects to be organized and evaluated.

VII. BUDGETING FOR PEOPLE

ANALYSIS

The very rationale for setting up an HRA is to coordinate related activities that cut across administrative boundaries, but the city expense budget still speaks in terms of bureaucratic units. The drawbacks of the traditional budget show up dramatically in the context of the proposed Human Resources Administration.

New York City's expense listing–like those of other cities–tells precisely how much money is spent for how many employees, supplies and equipment in each department and agency. But it fails to show what programs the money is buying, could buy, or should buy. In other words, we know what it costs to run the machine, but we do not see what we want the machine to produce or what it is actually producing. The present budget is useful for accountants to check on expenditures, but is of little value to those charged with making policy, developing programs and trying to measure performance. While fiscal control is an indispensable element of administration, it need not and should not be the dominant element in budgeting–just as little as a homemaker's budget should be prepared solely for the convenience of the consultant who comes around once a year to make out the tax return.

To take one example: under the current budget system, the "Attack on Poverty" schedule lists nine major categories of expenditures:

I. Executive Management and Administrative Services
II. Mobilization for Youth
III. HARYOU
IV. JOIN (now merged under IX)
V. Other Anti-Poverty Programs
VI. Funds for Broadening and Coordinating Existing Programs and Initiating New Programs
VII. Youth in Action
VIII. Puerto Rican Community Development Project
IX. Youth Employment

In each category, details show just how much is spent for personal services and equipment. But the budget sheds little if any light on the city's goals in the community action field, the best strategy to accomplish the job or how performance can be evaluated. Nor is there any link between the expenditures listed under "Attack on Poverty" and those of other departments and agencies whose work directly relates to this cluster of programs, such as manpower development under the Board of Education or social services under the Welfare Department.

GOALS

What is needed is an expense budget that shows as concretely and specifically as possible:

1. The city's goals in the whole field of human resources development, and
2. The programs and funds needed to meet these goals, irrespective of departmental and agency boundaries.

RECOMMENDATION

To accomplish this, we recommend the adoption in the HRA of the Program-Planning-Budget System (PPBS).

Functions

INFORMATION: PPBS can be an invaluable source of information for the city administration, the lawmakers and the public at large. City employees would

have a new and clearer statement of what is expected of them, and legislators and the public would have clear information on which to base an appraisal of the city's goals and performance. For example, in the human resources area PPBS might have a category of "Job Development and Placement", under which it would show all the expenditures in this field throughout the municipal administration. It would not be necessary any longer to hop, skip and jump through the labyrinth of the traditional expense budget to spot and add up spending for this item.

DECISION-MAKING AID: Policy-makers who up to now have had little need or opportunity to relate their program objectives concretely to spending plans would be compelled under PPBS to think in terms of substantive goals. For instance, PPBS would require them to decide the most efficient way to place 20,000 New Yorkers in jobs during the budget year. To help them make the decision, this budget system would state all the costs (personnel, supplies, equipment, space, etc.) in terms of that objective. PPBS would also require them to consider alternative ways to achieve that goal, and the full cost of the alternatives.

SETTING PRIORITIES: With limited resources to spend, hard decisions have to be made on priorities. Which is more important—employment, education, social services? Clearly, money will have to be spent in all these areas. But in different situations and times the priorities may differ. To set these priorities in the first place and to review them in the light of changing conditions, PPBS is an almost indispensable tool. For it allows the definition of priorities by expressing costs in terms of broad fields.

Similar decisions have to be made within each broad category. In manpower development, for instance, PPBS shows the costs for literacy training and skill training, both of which contribute to employment objectives. A program audit may show that, in the light of these objectives, too much money is going for one program and too little for the other. The decision-makers can then adjust the amounts to be spent on each program in accordance with substantive needs.

PROJECTION: This system also broadens the time horizons for municipal planning and budgeting. The traditional expense budget forecasts fiscal needs for only one year, neglecting future cost and program implications and impairing long-range planning. Under PPBS, policy-makers are obliged to look several years ahead in laying out a course of action for the city, and the budget document becomes a blueprint for long-term progress.

PROGRESS MEASUREMENT: Finally, PPBS offers the opportunity to measure progress concretely and specifically. For, as far as possible, goals must be stated in numerical terms: how many children are to be enrolled, how many persons to be placed in training and jobs, how many individuals and families to receive social services, etc. It is important that the same criteria for measuring progress be applied to all programs with similar objectives. For instance, if accomplishment in on-the-job training is measured in terms of wages six months after completion of training, results of skill training should be scored in the same way. Such consistency will allow for more informed choices when funds must be allocated between the two programs.

It is recognized, of course, that many objectives cannot and should not be defined solely by numbers. But there is reason to hope that the refinement of data technology in the social sciences may in the future permit quantitative measurements which yield new qualitative insights through PPBS. Even failing that, PPBS will introduce in the city an unprecedented element of public accountability.

ILLUSTRATIONS: Each year, the HRA should have a program budget which

states goals as well as the costs to meet them. A budget would also be drawn for a longer time-span and then up-dated each year upon evaluation of progress towards stated objectives. Wherever required, the program budget should cut across departmental lines. The process should start with budgets for individual departments – with contradictions, overlapping and duplication to be eliminated and complementation to be achieved on the HRA level.

An HRA program budget might break down into these general categories:

I. *Early Childhood Development*
   - Operation Head Start
   - Full Day Care
   - Health Services
   - After-school Tutoring for Early Elementary Grades
   - Social Services

II. *Elementary School Education*

III. *Secondary School Education*

IV. *Higher Education, Inc'uding Graduate Study*

V. *Manpower Development and Employment*
   - Work Experience
   - Skill Training, including On-the-Job Training
   - Literacy Training
   - Job Development and Placement
   - Career Development Programs and Public Employment
   - Recruitment, Counseling and Follow-up
   - Small Business Opportunities
   - Social Services
   - Health Services

VI. *Housing Opportunities*
   - Family Relocation Services

VII. *Community Action and Community Development*
   - Neighborhood Centers
   - Neighborhood Organizations
   - Resident Involvement
   - Consumer Education and Action
   - Legal Services

VIII. *Income Maintenance*
   - Family and Individual Allowances
   - Categorical allowance programs

IX. *Programs for the Elderly*

Each of the elements within each category should be broken down further. For example, Work Experience in Category V should be sub-divided into Neighborhood Youth Corps, Nelson Amendment, Scheuer Amendment, Title V Economic Opportunity Act, and other elements of such programs.

Another type of breakdown should be in terms of departments and agencies responsible for different parts of a program. Operation Head Start centers, for instance, are administered by various agencies, including the Board of Education.

As a complement to the program budget and for purposes of fiscal control and departmental management, each department's and agency's spending for a given program should be specified.

There should also be a breakdown in terms of types of expenditure, such as

personnel, supplies, equipment, etc. These would be stated for each program element.

Finally, there should be a breakdown by source of funds. This would show the relative shares of federal, state and city resources in the financing of each program.

As noted briefly at the outset, there remains a need for the conventional expense budget, which has been traditionally the basis for action by the City Council and the Board of Estimate and which is more practical for fiscal controllers than the program budget. Both the program and expense budgets would be submitted to the Council and the Board of Estimate. The city would thus be maintaining two sets of books. In the Defense Department, which is operating under this two-book system, computers have been used to translate the figures from one book to another. Experience will show whether this will be necessary or useful in New York City.

Transitional and Other Problems

If our recommendations are adopted, the HRA should be able to produce a program budget for the 1967-68 fiscal year. At the outset, the system will probably be rather crude and general. It takes time to develop competence in the refined statement of goals, priorities, resource allocations, alternative approaches and in the other techniques that go into budget-making of this type.

In addition, there can be two or more program-oriented formulations of equal validity for the same overall program. For instance, the category breakdown shown earlier for illustration might well be complemented by an alternative formulation like this:

Early Childhood Development (ages 1-6)
Middle Childhood Development (ages 7-12)
Youth Development (ages 13-19)
Young Adult Development (ages 20-26)

Each of these broader categories would then absorb relevant items in the earlier breakdown. Thus, "Elementary School Education" would not be a separate category under this system, but merely an element under "Middle Childhood Development".

This example illustrates the many different approaches to programming which PPBS offers, and by the same token the problems it poses for developing and applying it. But the advantages of the system have been proven so conclusively where it has been introduced that it is well worth wrestling with the initial difficulties in the interest of arriving at a budget that asks and tells not merely who spends how much for what, but what should be accomplished and how best to accomplish it.

Organization

Preparation and administration of the Program-Planning-Budget System in the HRA should be the responsibility of the Deputy Administrator for Planning and Budget. This official would also be expected to show, along with the HRA's own figures, the planned expenditures of other city departments and agencies whose functions affect the development of human resources in the city. The Deputy Administrator would also represent the Administrator vis-a-vis the City Budget Director.

Each Commissioner and the Director of the Office of Education would have a staff member to prepare the program budget for his department. The Deputy Administrator for Planning and Budget of the HRA and these budget officials on the department level should meet informally as a "budget cabinet".

VIII. NEW YORK AS A DEMONSTRATION CITY

ANALYSIS

The Congress of the United States is now considering a bill with a potential for dramatic progress in New York City. It is the Demonstration Cities Program, which seeks – in the words of the Administration's proposal – "to assist city demonstration programs for rebuilding slum and blighted areas and for providing the public facilities and services necessary to improve the general welfare of the people who live in these areas." In short, the program would make a massive attack on both the physical and social ills of the inner cities of the nation.

New York has a larger stake in this program than any other city in the United States. It should make plans now to take full advantage of the resources that are likely to become available under it. The Human Resources Administration we propose should be prepared to administer those elements of the program designed to improve the social conditions of New York City's poverty areas.

The low-rent communities of our cities have always been the first havens of immigrants and of Americans seeking broader horizons. It was from here that these people started out on their search for a better life – jobs, a better education for their children, and a better home for their families.

New York's role as a city of opportunity is a legend throughout the world. But the current newcomers to this city – predominantly Negroes and Puerto Ricans – are finding little substance to match the legend. They would like to follow in the footsteps of their Irish, Italian, Jewish and other ethnic predecessors. But hard as the road may have been for these groups, it is virtually closed to many of today's new arrivals. For the technological revolution is making educational and skill demands on job seekers which these people simply are not equipped to meet, while the number of jobs for unskilled persons is steadily dropping. What is more, color discrimination places an obstacle in the way of Negroes which the immigrants did not have to face in their quest for assimilation and opportunity.

The Demonstration Cities Program should be viewed as a powertul tool to remove blocks to progress for New York City's low-income people and to restore the city's standing as a rich source of opportunity for the many, rather than merely as a stepping stone to fame for the few.

GOALS

The priority objectives of the Demonstration Cities Program in New York should be in consonance with those of the overall human resources program we have proposed in this study:

1. Employment, which can yield the greatest short-run gain.
2. Education, which equips youths to take full advantage of new and changing opportunities.
3. Child development, which enables youngsters to take advantage of educational opportunities.

Efforts centered on these three major objectives must be supplemented by social services and income supports for those who cannot work or who need special assistance as they seek to make use of opportunity programs. The residents of the inner cities where the demonstration program is applied should be fully involved in its activities, just as they are required to be in community action programs under existing legislation.

All these programs must go hand in hand with housing, urban renewal and other activities for improvement of the physical environment, and for which other

administrative entities will bear primary responsibility. It is this organic link between the attack on physical and social ills in a concentrated area that gives the Demonstration Cities Program its distinctive character. To make it work successfully, New York City's housing, renewal and human resources agencies will have to develop harmony of purpose and closeness of cooperation to a degree rarely if ever seen before in the municipal service.

Employment

Characteristic of the Demonstration Cities Program is the intended saturation of low-income neighborhoods with services designed to help people to escape permanently from poverty. Thus, a New York City program should make it possible for all in a demonstration area who are willing and able to work to get a job or a place in occupational training. This will mean greatly expanding the scope and stepping up the pace of the manpower and employment programs we have already proposed.

One approach in a demonstration area might well be a unified program of public service work and skill training. Based in the neighborhood and administered by one agency, this program could be called the "Community Job Corps" (CJC). Out-of-school youths and adults unable to find satisfactory jobs in private employment or established public agencies and programs would be eligible for the CJC. Under some conditions, in-school youths might get part-time work in the program.

The work performed in the CJC would contribute to community development. It could take the form of employment in a public or private non-profit agency. CJC should prepare enrollees for skilled employment in the future. Examples of jobs in the CJC are draftsmen aides in community planning offices, nurses aides in health centers, cooks helpers in hospitals, recreation aides in playgrounds, teachers aides, rehabilitation workers in housing programs, landscape workers in parks, etc. Training would also be provided for higher level jobs, such as computer programmers, auto mechanics, oil burner and air conditioning servicemen, retail clerks, and many others likely to be in demand in the labor market.

Each enrollee would have the option of enrolling for up to fifteen hours of education and occupational training as part of his 40-hour work week. He could also elect to spend the full 40 hours in basic education and/or skill training. Such training would be in skills which are in short supply in the community. Wherever possible, specific jobs should be in the offing for such trainees.

Supporting services, such as health examinations and medical care, counseling and tutoring, would be provided as necessary. Special services would be available for the physically and emotionally handicapped. Day care service for children would be at the disposal of working mothers. Elderly persons seeking full-or part-time employment would be accepted for work in the Community Job Corps if no other employment is available to them. A full array of job development and placement services would seek to place as many people as possible in jobs outside the CJC.

Education

For children from 5 to 18 years of age, the Demonstration Cities Program would concentrate on education. All other services for this age group should support the educational program. Schools would get the resources to assure maximum pupil achievement. The teaching staff would be large enough and of such quality that it could give close attention to the educational progress of every child. All those who need special instruction and tutoring would receive it. Parents and the community

at large would be encouraged to assist schools in meeting their educational responsibilities.

At the teenage level, the education focus would shift to preparation for employment in skilled jobs. Major emphasis would remain on the fundamentals of education up to the eleventh grade, when vocational training would be introduced. Those students whose high school performance warrants it would get the opportunity to enter junior colleges, colleges, vocational schools, technical institutions, or other institutions of advanced training suitable to their talents and aspirations.

In-school employment opportunities through the Community Job Corps should be provided where appropriate, in order to eliminate inadequacy of income as a cause for dropping out of school.

Child Development

For the youngest children, from birth to age five, emphasis should be on health and preparation for school. A comprehensive health care program would begin with prenatal care for mothers and continue through enrollment in school. An extensive pre-school program like Head Start would be available and, where appropriate, would be combined with full day care. Parents would also be encouraged to complement pre-school programs with informal education efforts in the home.

Continuous health care and family counseling would be provided for children once they start formal schooling. Youth workers would be available to counsel youngsters who have trouble in coping with the problems that develop with adolescence.

Income Supplements

Persons who are unable to work, or whose low-level jobs do not yield the income to support their families properly, should receive adequate financial assistance as part of a Demonstration Cities Program. Several new approaches for determining public assistance eligibility and for increasing the level of grants have been proposed in recent years. Careful study of these proposals and reassessment of minimum income needs would have to be a major part of planning for a Demonstration Cities Program in New York.

One possibility which should receive close consideration is an experiment with some form of guaranteed income. Payments could supplement welfare grants and/or earnings to assure that all individuals have a decent standard of living. Essential to such an income guarantee would be built-in financial incentives accompanying job-training or employment.

Special Services

A variety of special services should be provided to support families and individuals as they seek new opportunities. Others should help them cope with day-to-day problems. Examples are legal assistance, medical care, consumer education, rent supplements, homemaking education, and services which enable persons to re-enter the community after a discharge from a juvenile institution, prison, narcotics treatment center, or mental hospital.

Community Responsibility

The Demonstration Cities Program should be strongly committed to the involvement of the community in all phases of its work. This means a voice for the residents in the planning process, help in the formation of self-managed service

organizations, and technical assistance to achieve maximum all-around resident participation.

Environmental Improvement

All these human resources programs would go forward in conjunction with housing and urban renewal efforts, construction of new community facilities or improvement of existing ones. The physical renewal programs would be a major new source of employment for residents in a Demonstration Cities Program area, especially in the Community Job Corps. More important, the concurrent programs in physical and social development would accelerate progress in each: a decent home enhances the success chances of a family counseling program; and a good income helps families to make full use of improved physical facilities at home and in the community.

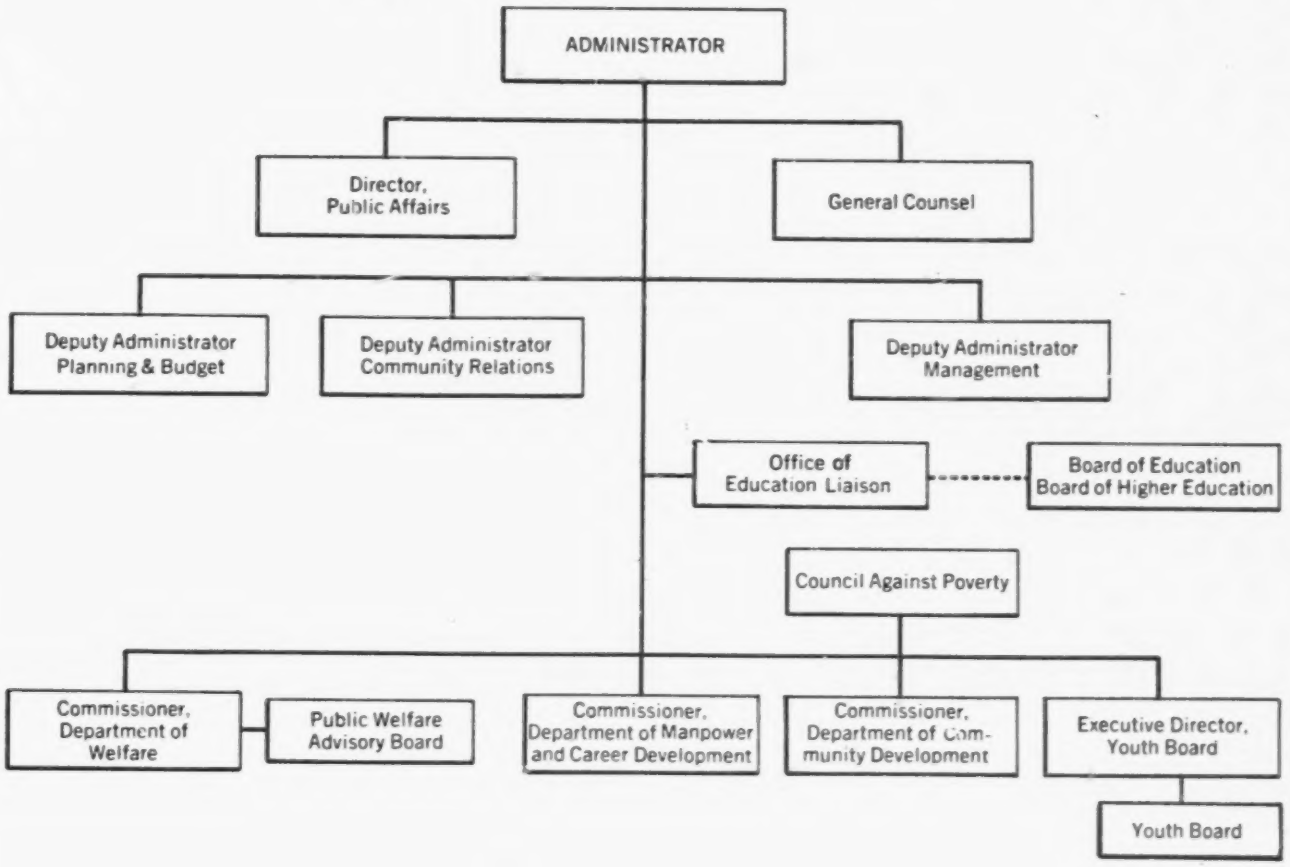
Size and Cost of the Program

At least one and possibly as many as two million New Yorkers live in low-income communities where the Demonstration Cities Program should be carried out. Realistic planning suggests the need for at least ten years of concerted action. It is difficult at this stage, before the final shape and scope of the legislation are known, to make detailed cost breakdowns. Our overall cost estimate for the human resources aspects of a Demonstration Cities Program adequate to the needs of New York City ranges between $3 and $6 billion. This projection dramatically highlights the inadequacy of currently available resources.

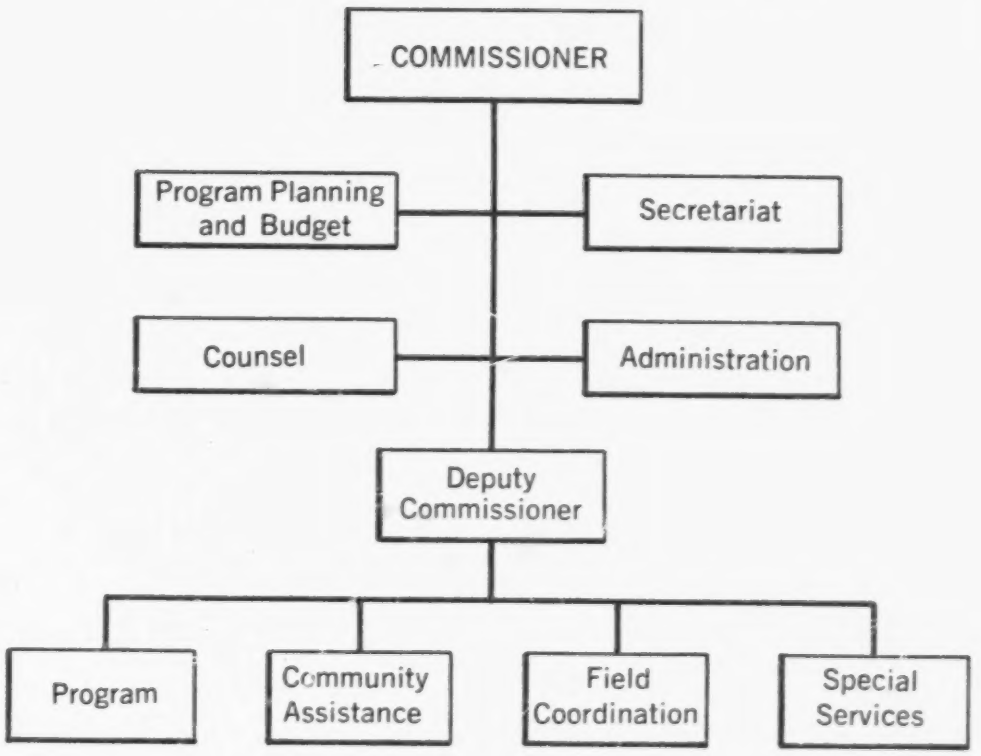
CONCLUSION

The time has come to match understanding with money. The many imaginative human and physical development programs enacted in recent years and yet to be acted on reflect the rising realization by our people of the critical and mounting problems of our cities. But the amounts appropriated make a mockery of the lofty objectives of the legislation. It is as though we had solemnly declared that we want to move mountains, prepared superb plans for the project and then supplied one bulldozer to do the job. The fact is that we must move mountains – those that block access to opportunity. We are organizing ourselves for the task. Now we need the resources to carry it out.

HUMAN RESOURCES ADMINISTRATION



COMMUNITY DEVELOPMENT DEPARTMENT



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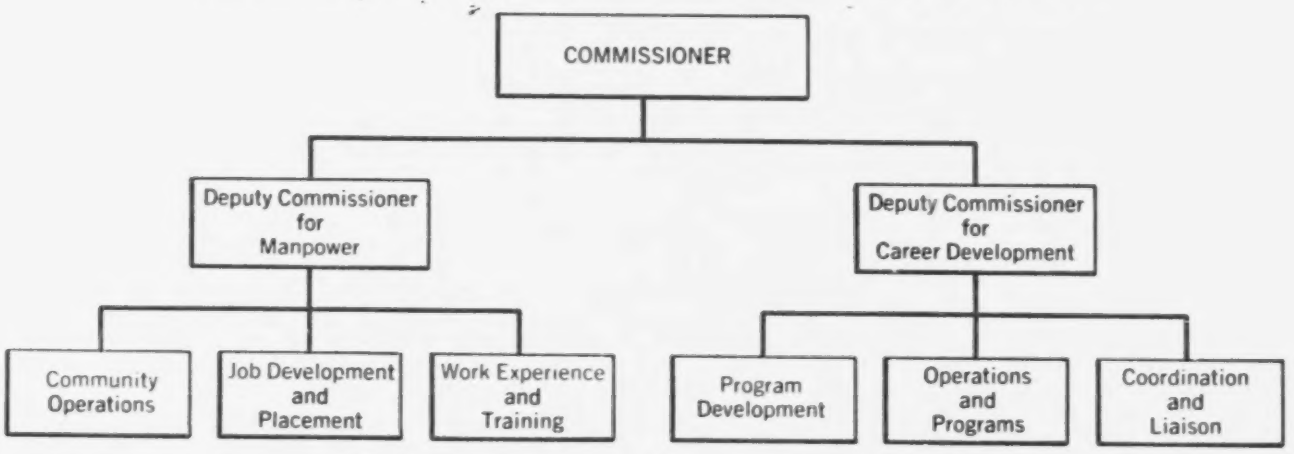

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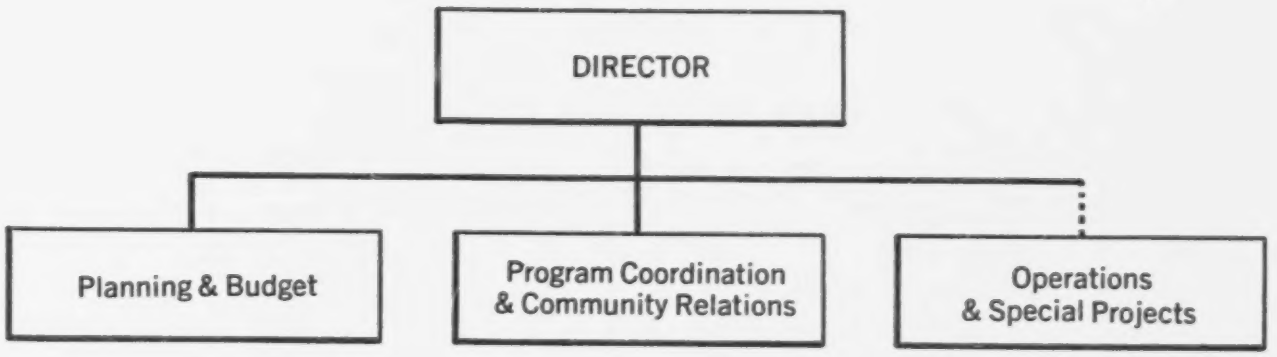

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